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FINANCING OF THE UNITED NATIONS ANGOLA VERIFICATION MISSION

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of the United Nations Angola Verification Mission (UNAVEM) (A/45/1028). During its consideration of the item, representatives of the Secretary-General provided additional information to the Advisory Committee.
2. UNAVEM was established by Security Council resolution 626 (1988) of 20 December 1988 for a period of 31 months beginning 3 January 1989. In his report to the Security Council (S/22678 of 6 June 1991), the Secretary-General presented the developments related to the last phase of the UNAVEM operation, which was concluded on 31 May 1991 after UNAVEM had carried out fully the mandate entrusted to it by the Security Council.
3. The Security Council, by its resolution 696 (1991) of 30 May 1991, decided to entrust a new mandate to UNAVEM (henceforth UNAVEM II), as proposed by the Secretary-General in his report to the Security Council (S/22627 and Add.1 of 29 May 1991) in accordance with the Peace Accords for Angola and to establish it for a period of 17 months. With regard to the method of financing of UNAVEM II, the Secretary-General recommended in the addendum to his report that, should the Council decide to enlarge and prolong the mandate of UNAVEM, its costs should continue to be considered an expense of the Organization to be borne by Member States in accordance with Article 17, paragraph 2, of the Charter of the United Nations. The Secretary-General further stated his intention to recommend to the Assembly that the assessments to be levied on Member States be credited to the existing special account for UNAVEM.
4. As indicated in paragraph 7 of the report (A/45/1028), the Advisory Committee concurred in the Secretary-General's request of 5 June 1991 to enter

into commitments not exceeding a total of \$4.7 million to enable him to emplace 120 military observers and police monitors and 19 additional international staff in the mission area and to provide the Mission with the most urgently required logistical support during the interim period until an appropriation for UNAVEM II is authorized by the General Assembly. In addition, the Advisory Committee concurred in the Secretary-General's request of 26 July 1991 to enter into further commitments not exceeding \$5.3 million, thus bringing the total commitment authority to \$10 million, to meet the needs of UNAVEM II until an appropriation is authorized by the General Assembly.

5. According to paragraph 8 of the report, the Secretary-General estimates the requirements for UNAVEM II for the 17-month mandate period from 1 June 1991 to 31 October 1992 at \$122,621,900 gross (\$121,416,000 net), including the commitment authority of \$4.7 million referred to in paragraph 4 above. Of the total cost, the amount of \$59,171,400 gross (\$58,689,500 net) refers to the initial seven-month period from 1 June to 31 December 1991, and \$63,450,500 gross (\$62,726,500 net) is in respect of the subsequent 10-month period from 1 January to 31 October 1992. The Committee notes that these estimates do not take into account the provision of facilities and voluntary contributions that may be received. A breakdown of the cost estimates for both periods is provided in annex I to the Secretary-General's report, with supplementary information for the period from 1 June to 31 December 1991 in annex II. The proposed civilian staffing table of UNAVEM II and the related staff costs for the initial seven months are contained in annexes III and IV. The cost estimates for communications equipment of the Mission is contained in annex V. The Committee notes that it would be useful if the Secretary-General's report on the financing of UNAVEM II for the subsequent period and for other peace-keeping operations contain a detailed table on the configuration of the operation according to organizational unit and geographical location, indicating the number of staff, vehicles and major equipment at mission headquarters, regional offices and other field offices.

6. The Secretary-General indicates in paragraph 9 of his report that an appropriation for the initial seven-month period (ending with the end of the current financial and calendar year) is being sought at the resumed forty-fifth session of the General Assembly and a subsequent request for an appropriation for the 10-month period beginning 1 January 1992 would be presented to the Assembly at its forty-sixth session. At that time, more precise details and cost estimates for the remaining 10 months of the mandate would be provided, together with a performance report on the previous period.

7. The operational plan for UNAVEM II is summarized in paragraphs 11 to 14 of the Secretary-General's report, including the modalities for the verification and monitoring of the cease-fire and the organization and deployment of the Mission, on the basis of general assumptions set out in paragraphs 15 to 18 of that report. In this connection, the Secretary-General states that the status agreement concluded between the Government of Angola and the United Nations when UNAVEM was established will remain in force throughout the operation of UNAVEM II.

8. In section IV of his report, the Secretary-General states that by the date of his report, no voluntary contributions had been received for UNAVEM II.

9. In section V of his report, the Secretary-General recommends that the existing special account that was established for UNAVEM in accordance with General Assembly resolution 43/231 should continue to be used for UNAVEM II beginning 1 June 1991.

10. The Advisory Committee undertook a careful and detailed examination of the cost estimates and supplementary examination thereon as set out in annexes to the report. The Committee was informed that a number of important elements of the Mission may be provided at less cost and that other savings were not taken into account in the original cost estimates. In this connection, the Committee was informed during its meeting with representatives of the Secretary-General on 6 July 1991 that the emplacement of UNAVEM II and the deployment of staff, scheduled to start on 15 June 1991, would be delayed for at least 1.5 months, basic hiring cost for helicopter operations may be reduced substantially, commercial hiring of three fixed-wing aircraft, including two heavy cargo transport aircraft, would not be fully required for the estimated period of 6.5 months and some vehicles and communications equipment could be made available from the ex-UNTAG surplus and other peace-keeping operations below market cost. The Committee was further informed that the projected surplus of UNAVEM I as at 31 May 1991 is \$1,421,658 gross (\$1,351,258 net) and has been credited to the UNAVEM II special account. The Committee is of the view that the above elements and other possible savings may considerably reduce the actual total requirements of UNAVEM II.

11. The Committee notes from annex II, paragraph 5, that the phasing-in of 313 additional military observers, 90 civilian police and 59 international and 62 local civilian personnel to supplement the existing 19 international and 13 local staff and 61 military observers is scheduled to begin on 15 June 1991 and to be completed on 15 July 1991. The Committee was informed that the deployment of additional personnel would start only in early July 1991 and the full emplacement of military observers, civilian police and civilian staff would be completed by 31 August 1991. Furthermore, the Committee notes that the timely deployment of personnel is not at the full control of the United Nations and may be further delayed in view of the uncertainty regarding the emplacement of the joint monitoring groups by the parties concerned at 82 locations throughout the mission area (A/45/1028, sect. III A, para. 11 (e)). The Committee was informed that the corresponding savings due to the late phasing-in of personnel would amount to \$2,394,500.

12. With regard to mission subsistence allowance, the Committee notes that provision has been made for at the "accommodation provided" rates of \$142 per day for the first 30 days and \$100 per day thereafter (annex II, para. 2). The Committee notes that the above rates plus accommodation provided by the United Nations are higher than the rate of \$133 per day provided to UNAVEM I staff who were not provided accommodation and required to pay rent. In this connection, the Committee was informed that the International Civil Service

Commission rate of \$142 for Luanda is based on non-provision of accommodation and includes \$78.40 for accommodation, \$45 for meals and \$18.50 for other expenses. In view of the above, the Committee was not fully convinced of the need for a higher mission subsistence allowance, taking into account that UNAVEM II will rent all premises at the UNAVEM headquarters compound in Luanda or provide prefabricated buildings at all other locations throughout the mission area (annex II, paras. 21 and 24). The Committee further notes that the same rate is provided to all staff and no distinction has been made between Luanda and other locations in Angola. The Committee is of the view that there is a potential for savings and recommends that the proposed "accommodation - provided" MSA rates be reviewed.

13. The Committee inquired about the proposed civilian staffing table of 7 Professionals, 71 General Service/Field Service and 75 Local staff (annex II, paras. 15 to 18) and the ratio of Professional to General Service/Field Service and Local staff. The Committee was informed that the 71 General Service/Field Service are composed of 44 technical personnel, including the Chiefs of Communications and Transport Sections, 4 secretaries, 7 finance and personnel assistants and 16 Field Service administrative staff for the General Services Section (9), 5 regional offices (5) and the Air Staff Office (2).

14. The Committee is of the view that the UNAVEM II operation has a large administrative set-up with 82 administrative staff out of a total 103 personnel at the UNAVEM II headquarters at Luanda compared to 50 civilian field personnel at regional offices and team sites, 374 military observers and 90 civilian police throughout the mission area. The Committee trusts that the situation will be reviewed so that the most efficient administrative structure could be achieved.

15. With regard to official travel (annex II, para. 20), the Committee notes that the estimate of \$95,000 includes six round-trip air fares for two Department of Public Information (DPI) teams, each composed of three persons, to the mission area at an average cost of \$5,800 each, including 10 days' subsistence allowance (\$35,000). Upon inquiry, the Committee was informed that DPI had requested to include in the UNAVEM II budget a provision for the information programme in order to provide information support for the Mission. The Committee recalls that the promotional services relating to United Nations activities in the area of peace and security represent a major component of the programme of work of public information, as described in the programme budget for 1990-1991 ^{1/} and appropriate budgetary provisions have been made for this purpose under subprogramme 1, promotional services. Furthermore, extrabudgetary resources in the amount of \$5,885,000 are available to the Department of Public Information in 1990-1991 (A/46/6, sect. 31, table 31.1(2)). ^{2/} The Committee is of the view that the information programme for UNAVEM II should be financed from the existing resources for public information under the Department of Public Information, resulting in savings of \$50,000 (\$35,000 official travel and \$15,000 public information supplies and services) (annex II, paras. 20 and 62).

16. As to the proposed cost estimate for premises in the amount of \$8,697,800 for the first seven months (annex II, paras. 21 to 27), the Committee was informed that at present the host Government is not providing UNAVEM II with any form of accommodation free of charge. In this connection, the Advisory Committee recalls the model status-of-forces agreement for peace-keeping operations, contained in the report of the Secretary-General (A/45/594). Accordingly, the Committee trusts that the Secretary-General will pursue every effort with the host country to obtain premises for the operation of the mission and the accommodation of the staff without cost to UNAVEM II.

17. With regard to the acquisition of vehicles (\$4,779,200), the Committee was informed that six medium trucks (\$360,000), one ambulance (\$33,500) and seven forklifts (\$196,000) will be available from the ex-UNTAG surplus equipment and be provided to UNAVEM II at depreciated rates (annex II, para. 29), resulting in savings of \$283,400.

18. With regard to helicopter operations (\$16,331,600), the Committee was informed that substantial savings are projected due to late deployment, change of requirements and expected lower costs in some areas. The 12 helicopters provided for 6 months were expected to be available to UNAVEM II on 1 August 1991 with a delay of one month, resulting in savings, including fuel costs, of \$2,507,000. The positioning costs were expected to be lower as well as the contracting costs, resulting in savings of \$954,000 and \$1,206,300 respectively. The Committee was informed that the total projected savings under helicopter operations amount to \$4,667,300. The Committee understands that further substantial savings may be possible under hiring of helicopters.

19. As regards the provision for fixed-wing aircraft for 6.5 months (\$5,525,300), the Committee was informed that the reduced number of flight hours plus the downgrading of the second cargo aircraft after the initial deployment period, from a C-130 to a F-27 or similar aircraft, would result in savings, including fuel, of \$1,992,300. Furthermore, the passenger fixed-wing aircraft (\$1,170,000) is expected to be available locally at lower cost, resulting in savings of \$136,100. The total projected savings under fixed-wing aircraft amount to \$2,128,400. The Committee understands that a second heavy cargo transport aircraft may not be required full-time after the initial deployment for the entire period of the Mission which would result in further savings.

20. According to annex V of the Secretary-General's report, the estimated requirements for communications equipment amount to \$3,197,300 (annex II, paras. 39 to 45). The Committee was informed that some communications equipment will be provided from the ex-UNTAG stock and be charged to UNAVEM II at depreciated rates, resulting in projected savings of \$180,800. The Committee is of the view that the provision for the purchase of communications equipment and services is high and there is a potential for further savings.

21. The Committee is of the view that the provision for 24 desktop and 20 laptop personal computers with printers (\$147,000) is high and economies could be made under office furniture and equipment (\$347,000) (annex II, para. 46).

22. In the light of the Committee's observations in paragraphs 10 to 21 above, the Advisory Committee believes that the total budgetary requirements for UNAVEM II for the period 1 June to 31 December 1991 should not exceed \$49,467,000 gross (\$49,062,500 net). In paragraphs 12, 14, 16 and 18-21 above, the Committee has also pointed to other areas where economies are possible but it is not recommending a specific reduction in respect of these at this time; the Committee will review the situation for the next period in the light of the performance report to be submitted to the General Assembly at its forty-sixth session (see para. 6 above).

23. Taking into account the projected surplus of UNAVEM I of \$1,421,658 gross (\$1,351,258 net) credited to the special account for UNAVEM II (see para. 10 above), the Advisory Committee recommends that the General Assembly appropriate and assess a total of \$48,045,342 gross (\$47,711,242 net) for the initial seven-month period of UNAVEM II from 1 June to 31 December 1991 and consider appropriations and assessments required to finance UNAVEM II for the remaining 10-month period from 1 January to 31 October 1992 at its forty-sixth session in the light of the performance report on the initial period in December 1991.

Notes

1/ Official Records of the General Assembly, Forty-fourth Session, Supplement No. 6 (A/44/6/Rev.1), para. 27.8, A. Programme narrative, 1.3.

2/ Proposed programme budget for 1992-1993, section 31, to be issued as Official Records of the General Assembly, Forty-sixth Session, Supplement No. 6 (A/46/6/Rev.1), table 31.1.
